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Editorial Comment and News Notes

CALIFORNIA ELEMENTARY SCHOOL PRINCIPALS' ASSOCIATION YEARBOOK

In these days, when everyone from the corner grocer to the automobile manufacturer is planning post-war activities, education cannot lag behind. The publication of the California Elementary School Principals' Association 1944 Yearbook *Guideposts for the Elementary Schools of Tomorrow*¹ is, therefore, particularly opportune. The volume is timely because it does just what the title suggests—without describing elementary education in full detail it suggests certain goals toward which elementary schools will be moving in the years to come.

Guideposts for the Elementary Schools of Tomorrow is in four main parts. The first part is an introductory section, *A Philosophy for the Elementary School*, contributed by Helen Heffernan. The second part deals with administration and is divided into four chapters, three contributed by well-known principals and the fourth by a consultant in research. Part three, the largest section, deals with the Instructional Program in nine chapters contributed by some twenty experts in such fields as social studies, reading, arithmetic, music and children's literature. Part four has one chapter on Evaluation in the Schools of Tomorrow contributed by four persons. The authorship of the yearbook not only lists some well-known California educators but, with their acknowledgements in footnotes to many principals, reveals an apparent ability to work co-operatively, which contributes much to any association or yearbook.

In a short review it is possible to comment on only a few features of the yearbook. In Part II principals especially will

¹ *Guideposts for the Elementary Schools of Tomorrow*. Sixteenth Yearbook of the California Elementary School Principals' Association, Vol. XVI. Published by the Association (distributed by Sarah L. Young, Parker School, Oakland 3), 1944.

find practical helps for administrative procedures, in-service training of their staffs, reports to parents, and other public relationships. In Part III, the Instructional Program, both principals and teachers will find helps for current problems and future planning. This reviewer recommends close study of the summary charts relating child development and the curriculum in the chapter on social studies. Some illustrations of units of work on Boats and Airplanes (first grade), Mexico (fourth grade) and Aeronautics (sixth grade) will also be of practical help to teachers or supervising principals. The chapter on reading is less comprehensive in scope but offers some specific hints in independent "unlocking" of words, some reasons favoring organized instruction, and some ways of encouraging free reading. The chapter on arithmetic gives illustrations of arithmetic as part of the class environment and modern approaches to such topics as the use of concrete materials and building number concepts. The chapter on mental health lists ten ways of promoting mental health through the elementary school program.

These chapters, then, are guideposts. Guideposts are not complete maps, and some readers may look in vain for full discussion of topics important to them. Some would probably like more materials on such topics as the health and physical welfare of the school child, extension of school services, and the changing character of the elementary school in postwar years. This last topic, of course, belongs in the realms of prophecy; the writers in this volume have been content to report good work actually in practice. In so doing they suggest possible programs for many elementary schools. And, incidentally, they continue the excellent series of professional contributions made by the yearbooks of the Elementary School Principals' Association. The publication of an annual volume of this sort means much extra work for busy people but it is a fine professional tradition which should be continued.

DAVID H. RUSSELL, *Associate Professor of Education,
University of California, Berkeley*

PUBLICATION OF THE STATE DEPARTMENT OF EDUCATION

Two bulletins of interest to elementary school teachers and administrators are announced by the California State Department of Education.

Three reports of committees on the elementary school, high school, and junior college levels make up this publication, *Aviation Education in the California Public Schools*. (California State Department of Education Bulletin, Vol. XIII, No. 5, September, 1944.) The bulletin has been distributed to county, city, and district superintendents of schools, and to all elementary schools with three more teachers. The price is 15 cents plus sales tax on California orders.

A revision of the Rules and Regulations of the State Board of Education on pupil transportation, together with pertinent excerpt from the various state codes, and other relevant material is now being published. It will be issued under the title, *Rules and Regulations of the California State Board of Education, Part III, Pupil Transportation*. (California State Department of Education Bulletin, Vol. XIII, No. 7, December, 1944.) The bulletin will be distributed early in 1945 to county superintendents of schools for redistribution to the schools of the state.

Requests and orders for these two publications should be sent to the Division of Textbooks and Publications.

PI LAMBDA THETA AWARDS FOR RESEARCH

Two awards of \$400 each for significant research studies in education are announced by Pi Lambda Theta, National Education Association for Women. Unpublished studies on the general subject of the professional problems of women are sought by the committee. The awards are to be made from the Ella Victoria Dobbs Fellowship Funds. Manuscripts should be submitted by July 1, 1945. The grants will be made on or before August 15, 1945.

All inquiries should be addressed to the Chairman of the Committee on Studies and Awards, May Seagoe, University of California at Los Angeles.

APPOINTMENTS TO THE CURRICULUM COMMISSION

At its meeting in October, the State Board of Education approved the appointment of two new members of the California State Curriculum Commission and the reappointment of two other members.

C. C. Trillingham, County Superintendent of Schools, Los Angeles, was appointed to fill the unexpired term of W. K. Cobb, former County Superintendent of Schools, Ventura, and now District Superintendent of Schools, Tulare Union High School District.

Ray B. Dean, Principal, David Lubin Elementary School, Sacramento, was appointed to fill the unexpired term of Everett Calvert, formerly Principal of the George Washington Elementary School, Pasadena, now in the armed forces of the United States.

A. H. Horrall, City Superintendent of Schools, San Mateo, and Peter Spencer, Professor of Education, Claremont Colleges, were reappointed for four year terms ending in 1948.

NUTRITION TEACHING KIT

The National Livestock and Meat Board, 407 South Dearborn Street, Chicago (5), Illinois, has just prepared an elementary school nutrition teaching kit designed primarily for teachers to assist them in developing the nutrition project now being emphasized in the elementary school curriculum.

The complete kit includes: (1) A nutrition reader entitled *You and Your Engine*, written by Laura Oftedal of the Laboratory Schools, University of Chicago; (2) A preliminary work chart, "The Foods I Eat," to be filled out by the children before studying the reader; (3) A work chart, "My Daily Food Record," to be filled out by the children after studying the reader; (4) A set of six wall charts; (5) Single wall charts, "The Foods You Need Daily," printed in full color; (6) "Suggestions for Teachers," a folder designed as a guide for conducting the nutrition study program. A sample set is available to teachers.

REPORT ON THE WHITE HOUSE CONFERENCE ON RURAL EDUCATION, OCTOBER 3-5, 1944

*HELEN HEFFERNAN, Chief, Division of Elementary Education,
California State Department of Education*

On October 3-5, 1944, a notable meeting of great importance to our national welfare was held in the East Room, The White House, Washington, D. C. History will record it as The White House Conference on Rural Education. Such a designation is unfortunate because city dwellers, school superintendents who determine the educational destinies of urban children, and others who see in metropolitan life the epitome of American culture may not give the findings of the conference the consideration they merit. The conference might well have been called on the crisis in the lives of half of America's children, or trouble at the crossroads of our national life. The interdependence of rural and urban economy needs to be better understood; rural education is not the responsibility of rural people alone but the concern of every socially minded citizen who sees in the quality of our citizenry the most important resource in our progress.

RURAL EDUCATION, A MAJOR ENTERPRISE

The magnitude of the rural problem makes rural education a major enterprise in our national life. Dr. Howard A. Dawson, Director of Rural Service, National Education Association, set forth the scope of the problem in these words:

The public schools in the rural areas of the United States . . . affect intimately the 43.4 per cent of our people who live in rural areas, about 30.5 million on the farm and about 26.7 million in the villages not exceeding 2,500 population. They enroll over 12,100,000 pupils, or about 48 per cent of all public school pupils in the nation. They employ 451,661, or 52 per cent of the nation's teachers. They have 189,062 or about 83 per cent of all school

buildings in the nation. They expend a total of about \$900,000,000 and have property with an estimated value of 225 billion dollars.¹

Dr. Dawson further pointed out:

Although the rural children of school age constitute more than half of such children in the nation, they have only 38 per cent of the available funds for schools.

The average salary of rural school teachers is \$967 as compared to \$1,937 for urban teachers. Total expenditures per pupil in average daily attendance is only \$86 as compared to \$124 in urban schools.²

These differences are due to the fact that the income of rural people is less than the income of urban people. Farm people are responsible for the care and education of 31 per cent of the nation's children and have only 9 per cent of the national income.³

RURAL EDUCATION FACES CRISIS

The war has made the effect of these discrepancies acute. The steady migration of competent teachers cityward, which has been the despair of rural school administrators in time of peace, has assumed nightmare proportions in time of war. Dr. Dawson presented the statistics on the current crisis in the following statement:

During the last two years about 360,000 teachers, out of a total teaching force of about 900,000, were holding teaching positions they did not fill before the war. The rate of turnover is twice the prewar rate, and the rate of turnover in rural schools has been twice the rate in urban schools.

Nearly 70,000 teachers have entered military services during the last two years; nearly 62,000 have entered industry . . . 13,000 classrooms were vacant last year because teachers could not be found; some 17,000 teaching positions were abolished as a result of overcrowding classes, abolishing subjects and closing schools, and at least 1,800 departments of vocational agriculture have been closed or are unable to get teachers since the war began; and over 50,000 persons are teaching on emergency credentials.²

¹ Howard E. Dawson, "Trouble at the Crossroads." Address before the First General Session of White House Conference on Rural Education, October 3, 1944.

² *Ibid.*

³ Arthur P. Chew, "The City Man's Stake in the Land," *Farmers in a Changing World*. 1940 Yearbook of Agriculture. Washington: U. S. Department of Agriculture, 1940, p. 372.

The brunt of the current crisis falls most heavily on rural schools. Its cause lies not so much in a shortage of qualified persons as in the inability of rural schools to pay salaries necessary to meet the competition of city teaching opportunities and private industry. Dr. Dawson states that last year while the average annual salary of rural teachers was \$967, the average annual salary of all teachers including the rural teachers was \$1,550, salaries paid by the Federal government of nonmilitary personnel averaged \$2,235 and by manufacturing industries \$2,363.

The educational opportunity of the children of the nation is thus being curtailed at a time when education is so drastically needed by all our people to prepare them to understand democracy, to meet the technical problems of modern civilization, to furnish leadership in a world which must be based upon international collaboration, to develop the resources which will guarantee the economic welfare of all the people of the world, and to play their part in the elimination of tyranny and slavery, oppression and intolerance throughout the world. With such grave responsibilities and tremendous opportunities challenging the nation, a gap in the bulwark of our national security, which is widening as education for half the nation's children is increasingly curtailed, is cause for nationwide alarm.

THE ROLE OF RURAL AMERICA IN OUR NATIONAL LIFE

What is the role Rural America must play in our national well-being? Mr. Murray D. Lincoln, President, Co-operative League of the United States and Executive Secretary of the Ohio Farm Bureau Federation, points out that "Rural America . . . must provide food and fiber for our great urban and industrial community. It must repopulate our cities with healthy and constructive citizens."¹

The later statement is amply substantiated by birth statistics which indicate that the urban birth rate is 74 per cent of the adult population; the rural nonfarm population is reproducing

¹ Address to The White House Conference on Rural Education, October 4, 1944.

itself at the rate of 116 per cent, while the farm group is reproducing itself at the rate of 160 per cent. Half of the rural youth must move cityward. Who will go and who will remain on the farm cannot be known in advance but it is certain that a considerable number of the future adult citizens of our cities are now being educated in the under-privileged schools of our rural areas.

THE MAJOR PROBLEM

President Franklin D. Roosevelt in addressing the conference stated the major problem confronting rural education with great directness in these words:

Frankly, the chief problem of rural education is the problem of dollars and cents. You and I know that. We know also that in very many cases the problem cannot be solved by increasing the local taxes because the taxable values are not there."¹

The President's conclusion was that of each of the ten groups of the conference engaged in the study of various aspects of the total problem, namely, that Federal aid must operate to reduce the inequalities between urban and rural educational opportunity in the nation. The President said:

I believe that the federal government should render financial aid where it is needed, and only where it is needed—in communities where farming does not pay, where land values have depreciated through erosion or through flood or drought, where industries have moved away, where transport facilities are inadequate or where electricity is unavailable for power and light.

Such government financial aid should never involve government interference with state and local administration and control. It must surely and simply provide the guarantee that this country is great enough to give to all its children the right to a free education.

Dr. Katherine F. Lenroot, Chief, Children's Bureau, concluded her analysis of the social and economic problems confronting rural people with the following significant statement:

The only way by which deficiencies in health protection, medical care, and social services in this country can be overcome in this country in the degree necessary for national security, as well as

assurance of opportunity for individual development, is through Federal aid measures for (1) health protection and medical care in maternity and through childhood and adolescence, sufficient to assure access to good medical and hospital care for ill mothers and children, (2) Federal aid for elementary and secondary education; and (3) extension of social insurance, public assistance, and child welfare services so as to reach with qualified workers and adequate benefits or aid every family or child needing help or guidance in . . . the United States. In the opinion of the Children's Bureau, Federal aid for vocational education should be related to a general Federal aid program, whose most important features would be assistance in assuring a reasonable minimum of educational opportunity for every child from nursery school or kindergarten through high school.¹

The belief that federal aid inevitably means federal control cast a shadow on every discussion of the problem. The best answer lies in the fact that the federal government has given funds for the general support of schools over a long period of our national history with control vested in the state and local school systems. All facts point to the need of federal aid distributed on the basis of educational needs and on the basis of the ability of the state to raise funds by taxation. Such purposes can be achieved without federal control. Regulations under which federal aid would be made available to states could be established to the great improvement of education. Standards regarding teacher education and certification, school plant and equipment, equalization within the state are examples of areas in which basic regulations would safeguard the equitable expenditure of federal funds. In many considerations of the problem there seems to be a tendency to overlook the fact that the federal government also represents the voice of the people and in a democracy is as responsive to the will of the people as is state government.

In the entire problem of financing rural education, states still cling to outmoded general property taxes which means that two-thirds of the funds for public schools come from one-third of the taxable resources of the nation.² The recommendation of

¹ Katherine F. Lenroot, "The Rural Child and the Children's Bureau." Address before the Second General Session of White House Conference on Rural Education, October 4, 1944.

² Howard A. Dawson, *op. cit.*

the conference was that in general the state should raise revenue from other sources than the general property tax by means of a highly diversified tax program including taxes on personal incomes, corporate incomes, business privileges, luxuries, and natural resources.

In general then the improvement of rural education rests primarily upon equitable local and state financing of education by means of a sound tax program. Equality of educational opportunity throughout the nation, however, will depend upon the participation of the federal government in the financing of public education.

THE PROBLEM OF UNITS OF SCHOOL ADMINISTRATION

Closely related to the problem of financing rural education is the problem of the local school unit. Throughout the nation, there are over 100,000 local school units or districts; usually in rural farm areas each school is administered by a local board of education. Frequently these boards have jurisdiction over very small schools of one or two teachers.

No conclusions were reached as to any specific type of administrative unit to be recommended, but the general principle was accepted that the administrative unit should be large enough to furnish on a local level the comprehensive administrative and supervisory services essential to an adequate program of elementary and secondary education. A suggested minimum unit was one employing 45 teachers and serving 1,200 children, although where geographic and sociological conditions permit, a unit considerably larger was considered more desirable.

It was particularly emphasized that the problem of securing larger units of school administration was frequently complicated by associating with it plans for consolidation. The larger administrative unit should probably be created first and problems of providing the most effective service for the children of the district, at the most reasonable cost, be considered subsequently.

THE RURAL SCHOOL PLANT

Another group of the conference directed attention to the rural school plant and its equipment. Even in states with a tax program designed to equalize the operation and maintenance of schools through large allocations of state funds, school buildings in small rural school districts are frequently unsafe, insanitary, and inadequate for a functional program of education. Solutions of the problems of financing and administrative units will contribute to the solution of this problem.

Pending fundamental reorganization, every effort should be directed to the improvement of rural school facilities. During the reconstruction and reconversion period following the war, federal assistance will probably be available through public works programs for school buildings and equipment.

In every state, plans should now be nearing completion to help rural school districts avail themselves of the opportunities thus afforded. Two steps will be necessary for fullest participation in any federal program (1) surveys designed to determine specifically the most feasible districts throughout the state, and (2) the enactment of legislation to facilitate such reorganization. In every state a program of public education should go forward so that members of the Congress will support federal enactments designed on a liberal and functional basis.

THE PROBLEM OF TEACHING PERSONNEL

Wartime losses in the number of professional personnel have been most serious in rural schools. Rural schools have lost one-third to one-half of their prewar personnel. In urban areas 2 per cent of the teachers hold emergency credentials; in rural areas five times as many are teaching on emergency credentials.

Because of alarmingly decreased enrollments in institutions for teacher education and the likelihood that teacher shortage will continue to be acute following the end of the war, states should set up programs of training to permit those who now hold emergency credentials to qualify for permanent credentials.

Teacher education institutions should give increased attention to the professional preparation of personnel for rural service including administrators, supervisors, teachers, teacher-librarians, welfare and guidance workers. Training in all of these fields has been woefully inadequate and the shortage is particularly acute in rural areas.

In-service training looms large in the picture. Such programs need to be planned in close relationship to pre-service training programs. Local school systems should take the leadership in planning in-service programs but the facilities of institutions for teacher education should be fully used before services which parallel those afforded by teachers colleges of the area are duplicated locally.

The most acute problem related to personnel is that of assuring a new flow of teachers into professional training. Under existing conditions, the supply of teachers will be adversely affected for decades to come. Obviously, teaching as a profession is not proving attractive to capable high school pupils. What can be done about it? Some of the recommendations may be briefly listed as follows:

1. Salaries of all personnel as high in rural as in urban schools.
2. School administrators assume more responsibility for recruitment.
3. Adequate provisions for retirement.
4. Adequate living accommodations.
5. Rural teachers must be permitted to become permanent members of the community.
6. More satisfactory school facilities.
7. Teacher training institutions must build greater appreciation for rural life, help prospective teachers to know how to use its resources and improve its standard of living.

MINORITY AND EXCEPTIONAL GROUPS IN RURAL AREAS

After considering the educational handicaps of rural children as a whole, it is difficult to accept the fact that among this

large group of underprivileged children a considerable number are especially and acutely underprivileged. In the United States equality of educational opportunity is denied to thousands who are differentiated from the majority group by reasons of ethnic origin, economic status, and physical or mental handicap.

Of those differentiated by reason of ethnic origin, the most numerous are the Negroes who constitute approximately one-tenth of our population, the Spanish language group of about 5,000,000, and between one and two hundred thousand persons of oriental ancestry.

Within the native white population, numbers of rural people live in isolated mountain areas to whom schools of even elementary grade are unavailable. The last three decades have witnessed the emergence of another large underprivileged group—the children of seasonal workers, who migrate with their parents following the crops.

In rural communities are found individual children who deviate so seriously from the normal that special facilities are needed for their education. Among these are the crippled, the blind and partially sighted, the deaf and the hard-of-hearing, the severe speech defective, the mentally retarded, the emotionally unstable.

All of these minorities are for one reason or another not provided with equal educational opportunity. The evidences of discrimination which apply to one or more of these groups are:

1. Inaccessible, insanitary schools poorly adapted to educational purposes.
2. School terms shorter than the accepted standard; for example, schools for Negro children are kept open one month less than schools for white children in the same area.
3. Excessive retardation and a large proportion of children of school age out of school because of lack of recognition of the educational rights of children.
4. Inadequately prepared and underpaid teachers. Negro teachers were paid 43 per cent less than the average for white teachers last year.

5. Curriculum and instruction inappropriate to the needs of the children and lacking in vital relationship to community life.
6. Ineffective administration and supervision.
7. Inadequate financing and inequitable distribution of available funds.
8. Total absence of special education, clinical, or guidance services.
9. Apathy, indifference, or prejudice on the part of the dominant group.

Since the goal of education in a democratic society must be the complete integration of all people into the social structure, all types of discrimination which limit the fullest personal development and hence the greatest social contribution of any individual must be eliminated.

A PROGRAM OF EDUCATION FOR RURAL YOUTH

Turning from the serious and challenging problems of rural education, the conference considered what the creative thinkers envisioned as the direction which the educational program should take. Fannie W. Dunn, Professor-Emeritus, Teachers College, Columbia University, summarized her analysis in these words:

We need new patterns—of educative experiences, almost certainly less exclusively within school walls; of school plants, adapted to promote, not cramp a desirable program; of distribution of children's time during the whole year to get the greatest educational value out of the total.

We need to look afield for suggestions—in the unpublicized inventiveness of creative rural teachers, in Indian and Negro education, the extension service, the best mission and private schools of the southern mountains, Australia.

We need to consider whether a small number of experts might not economically be employed in collecting or creating materials which would promote desirable experimentation.

We need to induce all the states with large rural populations to face their education as a distinctive problem, rather than merge it in a total program designed to serve urban and rural alike.

We need to recognize and coordinate all educational agencies, formal or informal, of rural communities, to the end of a better total educational program for rural children and youth.¹

The group considering the general problem of education to meet the needs of rural children made the following four significant recommendations to the conference:

1. Because knowledge of the children to be served is essential in developing an educational program and because of the almost complete lack of scientific study of the rural child's development, we recommend an adequate program of research into the nature, needs, and experiences of rural children.
2. Because of the crucial importance of education during the first years of life, because of the meagerness of many rural home environments, and because of the factor of distance which makes group education undesirable during the early years of life, we recommend that, through the agency of the school, parent education be provided to meet the needs of rural preschool children.
3. Because the rural school demands children's attendance during the whole day, because children's health requires a balanced mid-day meal and because it is uneconomical to teach hungry children, this committee recommends that, through the agency of the school, an adequately nourishing mid-day meal be provided for all rural school children.
4. Because children live 12 months in a year and so need guidance during the entire year, we recommend that education take thought for children during each of these months and, through co-ordination of all educational agencies, incidental and formal, assure rural children maximum, continuous development.

¹ Fannie W. Dunn, "The Education of Rural Children and Youth." Address before the Second General Session, White House Conference on Rural Education, October 4, 1944.

CHARTER FOR RURAL EDUCATION

The conference concluded with the presentation of A Charter for Rural Education. Eventually after it has been subjected to the test of critical analysis by individuals and groups throughout the country, it will be published in suitable form by the National Education Association of the United States for dissemination in appropriate form. In general the Charter proposes a broad and powerful educational program for every rural community of America, a program which

1. Insures all ages of rural Americans their fair share of education.
2. Produces vigorous, wholesome, balanced, and steadily growing personalities.
3. Strives for a community that sustains and nourishes democratic life.
4. Demands dynamic and highly skilled professional leaders who can deal effectively with problems of rural communities.
5. Provides adequate rural school buildings and grounds.
6. Creates satisfactory administrative and attendance units.
7. Provides an equitable plan of financing rural education.
8. Unites all the forces of the community in a co-ordinated effort.

CONFERENCE HOSTESS

Throughout the conference, the pleasure and comfort of the guests was the personal concern of the First Lady. Mrs. Roosevelt greeted each guest personally, opened and closed the conference, and remained throughout all sessions an attentive participating member of the group.

NATIONAL EDUCATION ASSOCIATION SPONSORSHIP

The conference was called, planned, and directed by three divisions of The National Education Association. The Executive Chairman was Charl Armond Williams, Division of Field

Service, with Howard A. Dawson, Division of Rural Service, and R. B. Marston and Glenn Archer, Division of Legislation and Federal Relations as co-chairmen.

The members of the National Education Association staff merit the appreciation of all socially minded citizens to whom problems involving the National security are of major concern. The conference was constructively planned and efficiently managed throughout.

THE TIMELINESS OF THE CONFERENCE

The foregoing report which attempts only to highlight the conference gives evidence to the timeliness of the subject under consideration. To quote Professor Dunn again in closing

Today's children and youth are an essential resource for the postwar world. It is they who must work out the staggering problems we shall bequeath to them. Half of the children are in rural America. By all logic, no aspect of the task of saving democracy exceeds in importance their conservation and development. As Dorothy Canfield Fisher has said recently, "You can interrupt the improving of a road and ten years later go on with it about where you left off, but if you interrupt decent care of children and ten years later begin again to feel responsible for them you can by no means begin again where you left off. You find them irreparably grown up and grown up wrong—enemies and liabilities of their communities rather than friends and assets."¹

The problems of rural education in America are difficult but by no means insuperable. Their solution depends upon devoted lay and professional leadership on local, state, and national levels and an awakened public understanding that education costs but it also pays and that no democracy can pay the cost of ignorance.

¹ Fannie W. Dunn, "Teacher Shortages in Rural Areas," *School and Society*, LV (May 30, 1942), 617-620.

PROPOSED HEALTH EDUCATION PROGRAM FOR LOS ANGELES COUNTY SCHOOL DISTRICTS

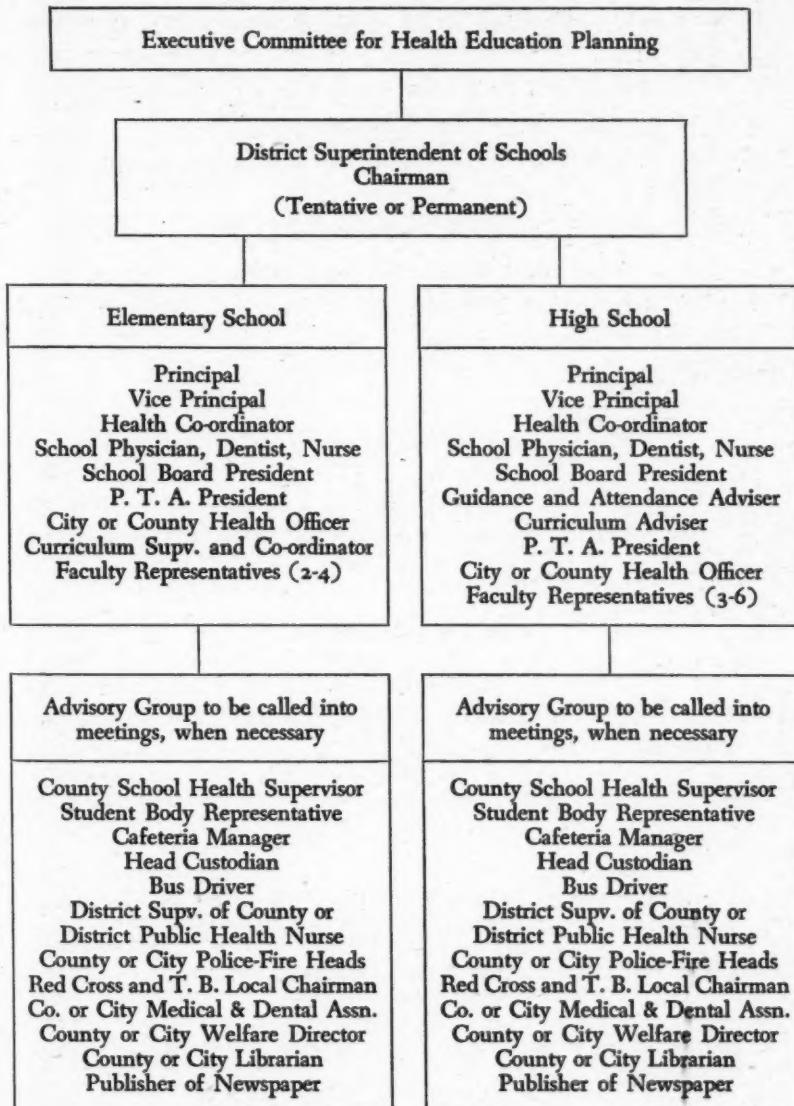
LLOYD E. WEBSTER, Director, Division of Health and Physical Education, Los Angeles County

[This plan for a health and physical education program, which may be adapted to individual county schools, was proposed for Los Angeles County at the beginning of the 1944-45 school year. It has practical value for readers of the *California Journal of Elementary Education* as a set of suggestions that may be followed in part or modified, as it has undoubtedly been modified to some degree in Los Angeles County. The plan is presented here in graphic and outline form. It can be used as a point of beginning for other counties in the state or for individual school districts.]

In that each of the school districts controls the health policies within its respective area, no central control is feasible at present. Under such circumstances, the individual school or school district may provide a health education program. The following is a suggested one. The accompanying chart indicates a plan of committee organization for school health programs.

FUNCTIONS OF THE EXECUTIVE COMMITTEE

1. Conduct a comprehensive health survey of the school health program.
2. In the light of findings of survey, develop a program for improvement or extension of the health work in the school, home, and community.
3. Short- and long-range planning of the health program may be considered from the following point of view:
 - a. A study of the health curriculum to determine proper gradation of material, motivation, and duplication.
 - b. Ways and means of co-ordinating and integrating the health program with the school, home, and community program of education.
 - c. Special emphasis on developing pupil participation in the health programs.



Suggested Committee Organization

- d. Effective methods of teacher screening of pupils.
- e. Policy established regarding health in vocational and educational guidance.

- f. The complete program of medical and dental service in the school.
- g. Community resources for correction of defects.
- h. The program of healthful school living.
- i. The program of safety and driver education on the senior high school level.
- j. The nutrition program of the school.
- k. The well-being of the school personnel.
- l. Care for medical and dental indigents in urban and rural communities.
- m. Public relations.

FUNCTIONS OF THE ADVISORY GROUP

This group will be called into the Executive Committee meetings as a group or individually as the need for their advice and services arises.

HEALTH EDUCATION

The following objectives may serve as a pattern in the total school health education program for the co-ordinator and his committee as they work towards improving the well-being of the student population.

Information

A primary aim in health work is to integrate health knowledge with actual living in the home, school and community. To do this effectively, the area of health information should include:

1. Information relative to factors which favorably influence the health of pupils. (Heredity, environment; developmental, survival and adjusting activities)
2. Teachers who literally enjoy good health and who, through education and interest in health, create opportunities and provide sources whereby the pupils may learn to choose that which is good, that which is of

greatest value, that which will provide them happiness, and that which will result in the greatest service to others and to themselves, both now and in the future.

3. A constructive study of the out-of-school life of the pupils so as to avoid developing one set of health behavior for school, another for the community, and still another for the home.
4. A development of health units or learning situations in which the pupils will have meaningful experiences and develop skills and information that will give immediate, as well as carryover, values to these experiences. (Maximum opportunities for correlation)
5. A critical evaluation of certain motivating devices used to improve the well-being of boys and girls through instruction for health. (Clubs, competition, prizes and awards)
6. Authoritative and acceptable printed and audio-visual sources classified and graded according to interest and development of pupils. (Books, pictures, slides, movies, etc.)
7. Academically sound methods of measuring results and reports of progress in the field of physical, social, and mental well-being.

Health Service

The primary objectives of the health service program in the school are to determine the health status of the pupil, to enlist his co-operation in protecting and maintaining his health, to inform parents of the findings of the health examination, to prevent disease, and to work toward the correction of remediable defects. To accomplish this effectively, the area of health service should strive to include:

1. School physician, dentist, nurse and psychiatrist who have a broad educational background. (County or city health office consulted if medical personnel is not available)

2. Well-equipped and well-located rooms in which the health examinations may be conducted.
3. Well-equipped and conveniently located rooms in which the pupils, as well as the faculty, may rest.
4. Well-equipped and easily accessible first-aid rooms.
5. A complete health examination of the pupils as frequently as needed. (Each new pupil upon entering school) (Essentials in the examination are heart, lungs, ears, eyes, nose, throat, teeth, orthopaedic)
6. Methods of utilizing the findings of the examination in all phases of the academic program. (Emphasis on classification of pupils as well as material for class discussion)
7. The findings of the health examination should be recorded on uniform cards which will permit the utilization of the data. (This is to be made available to the entire teaching personnel)
8. Notification of parents of the positive and negative results of a health appraisal. (Use a friendly, human approach. Also have available community resources for referral)
9. Proper counselling of pupils, as well as parents, regarding the mental, social and physical well-being of the students. (See section on guidance)
10. Provision for adequate care of corrective, restricted and rest cases. (Curriculum and equipment)
11. Contacts with clinics and outside agencies where correction of defects can be made available to children who are financially unable to have private care. (Outside resources)
12. A systematic check on follow-up procedure in the health examination. (Records on file)
13. A program of health observation by the classroom teacher. (Teachers need in-service training in this area)

14. A program of immunization—diphtheria, tetanus and smallpox. (Tuberculin testing should be encouraged)
15. Teachers educated to give immediate care to sick and injured. (Unconsciousness, shock, hemorrhage)

Healthful School Living

All of the experiences of a child in school have an effect on his well-being. Those of particular importance are the conditions of the environment, the conditions of the classroom experience, and the conditions of the school organization. To effect a positive influence of good over the pupil, the healthful school living program should include the following as minimum essentials:

1. School buildings and grounds constructed and maintained so they provide an environment conducive to safeguarding the well-being of the individual pupils with a minimum of health and safety hazards.
2. The school buildings and grounds planned and arranged so they are an educational experience in art.
3. When necessary, transportation provided to and from school under wholesome conditions.
4. Adequate protection against fire and earthquake hazards, including efficient system of alarm and drills, is provided.
5. Sufficient drinking, washing, and toilet facilities are provided.
6. All toilet and cafeteria windows are screened. (If possible, classroom windows as well)
7. Illumination on all desks and blackboards is between 30 and 40 foot-candles. No glare is evident anywhere in the room.
8. All playgrounds are adequately drained and surfaced so that there is a minimum of mud and a maximum of use at all times.

9. An accurate thermometer is hung at about the desk-top level. (68 to 72 degrees Fahrenheit is maintained in all parts of the room on cold days)
10. Adequate and appropriately marked areas are available for team games, individual games, and activities exclusively for children under ten years of age.
11. The general cleanliness of the classroom, furniture, walls and floors meets accepted standards or is at least on a level with the best kept homes in the community.
12. Windows are equipped with air deflectors and teachers are instructed on the methods of ventilation.
13. School seats are of such a height and depth that the child, when not fatigued, can sit in comfort with the feet flat on the floor, and so the region just above the knees, and the legs below the knees, are free from pressure. The lower and upper portions of the back are supported.
14. The height of the desk should be adjustable to the height of the seat with space for the legs under the desk without cramping. A slant of 15 degrees for the desk top is preferable to a flat top.
15. A browsing or reading room provided for pupils who come to school early or have to stay late.
16. Walls and ceilings painted pleasant pastel colors.
17. The length of the school day is adjusted to the age and grade level of the pupils.
18. Daily classroom periods are arranged to minimize fatigue and to promote an economy of learning.
19. Regular recess periods are included in the school program for recreational activities.
20. The principle of individual differences is exercised by the school and its educational staff.
21. Homework is designed and planned so it becomes an educative lesson, not a source of misery and sleeplessness.

22. Good housekeeping is in evidence not only in the buildings, but on the grounds as well.
23. Opportunities and adequate equipment are provided for a child to lie down if the occasion demands it.
24. All pupils are given an opportunity for a mid-morning lunch. (Children below the fifth grade should have a drink only)
25. Opportunity for a hot lunch is provided for all pupils if it is inconvenient for them to go home during the noon intermission.
26. The school grounds are protected from outside influence, and the children are not permitted to leave the grounds except to return to their home.
27. *The school cafeteria serves as an educational experience in good nutrition.* (The cafeteria is a continuation of nutrition instruction conducted in the classroom)

PHYSICAL EDUCATION

Physical education was singled out from the general program because of the many rich opportunities for growth and development of the physical, mental, social, and emotional life of the pupils. This program should provide:

1. Situations whereby the pupil will, under adequate *leadership*, have unhampered opportunities for normal physical growth and development. (This should include such items as space for games and equipment; a program of activities which meets interest and needs; a class of no more than thirty in size, and scientific grading, testing and classification of students)
2. Situations whereby the pupil will have opportunities for the development of sound *social* attitudes and practices. (Leadership, team play, taking turns, etc.)
3. Play opportunities whereby the pupil may develop accepted *emotional* controls. (This should include such items as leadership, officiating by pupils, length of the

game, conditions under which play takes place, attainable goals, orientation as objectives, and pregame planning by pupils)

4. Play situations in which the individual is given opportunities to make quick, important *decisions* as to the best course of action for himself as well as the team mates. (Rules and strategy, pregame planning by pupils, pupil officials, hygienic care of the body under varying conditions)
5. A broad recreational program which meets the immediate, as well as the future needs of pupils. (Social and recreational games, coeducational activities)
6. A program which includes modifications of normal activity for certain pupils and encourages the correction of remediable errors in mechanics and dynamics.

SAFETY EDUCATION

Education, through its representative personnel, should guarantee to the parents of the pupil population and to the community at large the fact that their children will be safe physically, intellectually, emotionally and socially when under the school environment. To carry out this objective effectively, the following should be provided:

A. *Physical Control*

1. School buildings and equipment of acceptable standards of sanitation, strength, construction, lighting, heating, ventilation, and precaution against fire.
2. Playgrounds and floors covered with nonabrasive, non-slippery and resilient substances.
3. Regular inspection of buildings and equipment to determine the state of safety.
4. Leadership control to assure adequate supervision and instruction in areas where there are physical hazards.

5. Adequate programming control in physical education and recreation activities to assure proper classification for individual and group competition.
6. Pupil control so as to assure self-protection of their fellows, as well as their safety and well-being.
7. Adequate school budget supplied for the proper upkeep of buildings, equipment and grounds.

B. *Intellectual Control*

1. Information, appreciation, and a willingness to co-operate in matters of safety so that the pupil will be equipped to make the best possible adjustment.
2. Safety instruction in matters of vocation, recreation, sports, physical education, home, transportation, and first aid in emergencies.
3. Correlation of safety with the arts, sciences, and practical arts curriculum.

C. *Emotional Control*

1. Demonstration of emotional stability through everyday action of the school personnel.
2. A school program which is conducive to the development of emotional stability of faculty and pupil.
3. Organized procedures whereby emergencies which may arise about the school can be handled with a minimum display of "nerves."

D. *Social Control*

1. Appreciation of the relationship between personal conduct, the safety of others, and a willingness to act in accordance with that understanding.
2. Appreciation of the necessity for group control in the interest of safety and willingness to co-operate in sound safety activities suggested by official and private agencies. (Fire, health, public departments)

GUIDANCE EDUCATION

Educational and Vocational

An effective guidance program will help the pupils discover their needs, assay their potentialities, develop their life purposes, formulate plans of action so as to realize these purposes, and to work constructively towards their realization. To do this effectively, the educational experience should provide:

1. A well-organized plan of guidance which results from, and depends upon the situation it serves, and which includes the following:
 - a. Competent leadership which will reach every pupil and which will use all the resources of school and community to help determine, to satisfy, and to solve his problem. This leader is chosen because of interest, professional preparation, and successful dealings with boys and girls.
 - b. A carefully prepared and detailed survey to determine what shape the program should take. This survey may include the following items:

What are the needs of the pupils?

Does the failure percentage or delinquency rate indicate inappropriate curriculum, poor teaching, lack of guidance, or all three?

Is there a relationship between illness indicated by unsatisfactory health purpose, or failure to adjust the curricular and extracurricular load to the health of the individual?

Does maladjustment between stated vocational objectives and courses of study point the need of vocational information or more careful educational guidance?

Is there any systematic plan for discovering individual differences and for testing achievement?

What records are available and how are they used?

Are the traditions, the work, and the social program such as to enforce acceptable social habits and attitudes?

What services designed to meet individual needs are already being offered?

Are they well co-ordinated or competitive?

Do parents co-operate with the school in the education of their children?

What resources in the community are available for supplementing the school offering in all-around development of pupils?

What members of the faculty are personally and professionally fitted to act as counselors?

What equipment of time and space is at hand for use in an organized plan of guidance?

c. In light of the findings of the survey, effective and intelligent counselling services are made available and serviceable to every pupil. (This may entail a need for getting additional reliable information about the pupil)

d. Control of the environment in which the pupil lives and moves, and which furnishes situations out of which value concepts grow and effective behavior patterns take shape (marking system, selection of student leaders, pupil activity, assignments, etc.)

STEPS IN PLANNING A HEALTH EDUCATION PROGRAM

Should the administrator or teacher wish to plan a constructive health education program for his school, the following steps may prove helpful:

1. Develop a program of attainable objectives for the specific situation. (These may be long- or short-range objectives)
2. Lay the entire plan before the highest school executive in the city or county. (Seek his advice on personnel and method. See first page for suggestions)

3. Lay the same plan before the highest health authority in the city or county. (Seek his advice on personnel and method. See first page for suggestions)
4. Formulate, with the aid of the education and health authorities, a county-, district- or city-wide health planning committee.
5. Tabulate and have available the community resources for augmenting the health program. (Agencies and personnel who will give aid)
6. Conduct a comprehensive survey of the total school district or county program from the point of view of pupil well-being.
7. In the light of the findings of the survey, revise, extend and correct the present setup. (Utilize the resource group)

EXTENDING SCHOOL OPPORTUNITIES

EXTENDING SCHOOL OPPORTUNITIES TO THE PRESCHOOL CHILD

LOVISA C. WAGONER, *Professor of Child Development, Mills College*

The degree to which a school attempts to provide for the whole child determines the responsibilities of the school. Insofar as any school undertakes to meet these responsibilities, it is faced with the necessity of making adequate provision for all the needs of children. Gradually, in previous years, and much more rapidly and completely in wartime, educators have recognized that collaboration with parents is an essential part of the work of the school. To be effective such common effort must be based on mutual understanding. The demands of a democratic society which recognizes the family as the fundamental unit are too great, too varied, for the family alone to meet.

Today wartime conditions tax the resources of schools to their utmost and make new demands on the resources of the community. In the effort to meet these demands many educational and social experiments go on. There is a temptation to evaluate whatever we are doing in terms of emergency needs and to lose sight of the far-reaching implications of such emergency provisions.

This perhaps is particularly true in regard to the care of young children carried on under school auspices at the present time. In this field is needed not only an accepted body of sound practices and procedures but even more an educational philosophy which considers the immediate needs of the child, provision for physical care, for his safety and comfort, and considers the effects of these provisions, practices, and procedures on his educational career and his adult life.

Wartime child care centers by the very nature of the case must assume many functions which are considered primarily parental. It is probably inevitable that these parental functions will in a large measure be permanently entrusted to the school. Any such assumption of parental responsibility must never exclude the parent even though it seems simpler and perhaps more logical to regard parental responsibilities and those of the school as mutually exclusive. It is, however, the same child who goes from home to school and returns to the family after school hours.

When schools undertake to provide for young children, separation of family and school responsibility is impossible. Whether the school system can or should attempt to provide for the young children of the community depends upon the availability of resources that will make possible the same high standard of school opportunity for young children as that provided for older ones. Care of young children is an extremely expensive business; expensive so far as housing and equipment are concerned, and particularly expensive in staff. Whether or not it is reasonable for a school system to expend such large sums of money must be decided by the individual community.

The cost of providing health and safety is heavy. Vigilant effort must be made to prevent spread of communicable disease. If accidents are to be prevented, little children need close supervision. The school cannot afford to let them experiment beyond the scope of their competence with spatial relationships, with gravity, and with cause and effect.

Satisfactory relationships with contemporaries and with adults are the outcome of "freedom within limits" in dealing with human beings. If procedures are to be flexible, adapted to the needs of individual children, staff adequate both as to number and training is essential. Ample space is another active ingredient in successful dealing with human beings as well as with objects. Materials and equipment must be suitable and sufficiently abundant.

The place of the nursery school as a laboratory for high school students has been demonstrated in many communities. The cost of adequate provision for young children in such cases may be charged partly to laboratory budget. The number of children which can be served in such a way is obviously small; and the dual responsibility of such a laboratory is a complicated matter if the needs of the student and the needs of the children are to be equally well served.

Adult education may include a nursery school as a teaching laboratory for mothers. Such a co-operative nursery school is useful if the mother is not employed outside the home. Again the number of children that can be served is small. The teaching staff has a double function in any kind of laboratory arrangement.

An unsolved problem is that of standards, for opinions differ widely as to minimum essentials. Any determination of standards is contingent on the purpose underlying the particular school provision made for young children. For example, if the primary purpose is that of releasing mothers for necessary work outside the home, standards may be set at a different level than if a suitable example of child care is to be presented to high school pupils. On the other hand, no school district can tolerate custodial care as a substitute for educational opportunity. Moreover the children enrolled in child-care centers represent all the children of all the people and bring a great variety of special need which may require varied and expert provision on the part of the school. Not only must the standards themselves be determined, but also there must be agreement regarding the authority to be entrusted with the duty of determining and putting into effect such standards.

It is not easy to look into the future of early childhood education as it affects children two to five years of age. No school can be better than its teachers and this is especially true of the nursery school. To provide inadequately for the youngest is not consistent with the high level of achievement of American schools.

EXTENDING SCHOOL OPPORTUNITIES TO THE SCHOOL-AGE CHILD

DRUCIE CRASE, *Principal, Everest Elementary School, Vallejo*

Extending school opportunities in the city of Vallejo has proved of such value to childhood that educators cannot afford to ignore its far-reaching possibilities. We do well to reason together. What has been learned as a result of the experiment in providing the best possible care for the school-age children of mothers who work in war plants? What does it promise for education after the war?

When asked to take charge of a school-age center following a hectic school year in the midst of a great war, principals approached the problem with no small measure of apprehension. They knew that it would take the combined efforts of the business administration, the health department, and the guidance department to meet the demands of the situation. This was a challenge of no small significance.

Even though the pupil-teacher ratio would be far smaller than that of the ordinary public school and the curriculum requirements not so comprehensive, there were numerous reasons why such an experiment might not prove successful.

In the first place, children usually welcome the summer and the complete freedom which it offers with enthusiasm. Coming back to school would in all probability be looked upon with some measure of suspicion, and skillful approaches on the part of the school authorities would have to be made in order to obtain the co-operation desired. More than this, children were not likely expected to be enthusiastic over their mothers leaving home even though it were to help win a war.

To plan a daily program for ten and a half hours with the interests of children in mind and to guarantee definite educative growth was no small task. Highly qualified persons would be required and they might not be available for this all-important job to be done.

Needless to say, the experiment provided an abundance of satisfying experiences and gave the public schools a ranking

place among the war-winning agencies of the nation. Boys and girls were kept safe and well and happy, and their mothers while working in war plants were kept free from anxiety. Through the efforts of these same mothers, ships and more ships continued to be launched. The schools produced a program that was geared to meet tremendous changes and designed to continue the development of a stable responsible citizenry in the midst of an unstable irresponsible world.

Small groups were placed in charge of well-trained teachers. Much more emphasis was placed upon the setting up of an adequate health program with plenty of big-muscle activity, a well-balanced diet, and a daily rest period. More than the usual number of opportunities were offered for children to express themselves freely. They worked, played, sang, ate, planned, and shared together for most of their waking hours, which were largely spent in the out of doors. They were given the kinds of activities to which children respond with enthusiasm such as handicrafts, dramatics, painting, building, story-telling, dancing, free play, nature walks, outdoor games, hiking, housekeeping, archery, camping, cooking, party planning, and many others.

Most teachers were enthusiastic about their work in the school-age center. They recognized the value of the program and wished that all children could be the recipients of this type of service. As a result of a few months of work, they were able to make the following observations:

1. Handling small groups of children made possible a more informal relationship.
2. Children changed more rapidly both physically and socially, and desirable behavior patterns were more possible of achievement.
3. Teachers were more successful in handling potential problems and were able to see astonishing results.
4. Children responded favorably to both free choice of activities and a prescribed program, depending upon the guidance given.

5. Public schools could make a far greater contribution to childhood if their organizational set-up provided for small classes, regular rest periods, and ample nourishment.
6. The lunch hour in the school-age center provided an experience in social living which was invaluable both to children and to teachers.
7. Children received better care than many of the homes could or would provide.
8. The Saturday programs offered what boys and girls liked best: imaginative play, hiking, picnicking, listening to stories, and participating in track-meets.

In addition to the foregoing statements, principals of these centers generally agreed on these results:

1. Better education is more possible of achievement in a shorter period of time if teachers and children alike are provided with shorter work periods, adequate rest, ample nutrition, and longer periods in the out of doors.
2. Public schools should insist upon programs that stress activities in which children learn how to play, to work, to plan, to listen, to observe, to discover, and to explore.
3. Teachers having specialized skills and abilities are essential to the success of this type of program.
4. The teacher most likely to succeed in any school-age center should have a thorough understanding of the psychology of human behavior, infinite patience, steady nerves, enthusiasm, excellent health, abundant energy, and a creative imagination.
5. Public school facilities should be used by children more than five hours daily and five days weekly.
6. If all children were fortunate enough to enjoy the advantages offered by the school-age centers, juvenile delinquency would be reduced to an absolute minimum.
7. Teachers were able to do better classroom work after having worked in a school-age center.

8. School-age centers, though planned to meet a wartime emergency, should continue to serve children wherever the need continues to exist.
9. The best practices in these centers should be retained in order to set the stage for necessary developments in the field of elementary education.

ENLARGING SCHOOL SERVICES TO CHECK JUVENILE DELINQUENCY

DOROTHY DAVID, *Principal, Steffan Manor Elementary School, Vallejo*

The school today must extend its services not only to assume its share of the responsibility for prevention of delinquency but also to help parents re-establish or maintain a type of home life that precludes delinquency. Normally, delinquency is primarily a home problem to be faced and solved by parents. Since the task of parents is increasingly difficult under wartime conditions, other agencies have gradually assumed the responsibilities of the parents. Particularly have schools been expected to take over these responsibilities. Rather than relieve the home of its obligations the school would better assist parents in facing their problem in these crucial times.

In Vallejo, child study and other parent-education classes have been of inestimable value in helping parents understand the problems of children. Such activities, however, reach too few parents, and especially the parents most in need of this training. Individual parent guidance is a most effective means of aiding parents to avoid some causes of delinquency.

In Vallejo, a system of reports to parents stimulates teacher-parent conferences. Parents are urged to visit the school and to confer with the teacher. Teachers are expected to have contact with every home and to call at the home. By showing friendliness and interest, teachers establish parent-teacher relationships that permit mutual suggestions for the guidance of the individual child. Potential delinquency may be discovered by the early recognition of a home or school condition that is

adversely affecting a child. With the great influx of war workers to the community come many families, strangers, with inadequate housing facilities, with ties of church, family, and friends broken. They are suddenly deprived of the most stabilizing influences in their lives. The attitude of the teacher in establishing friendly home contacts with such families adds immeasurably to the sense of security of the children. The children gain a feeling of importance and recognition when the teacher calls on them at home in their new and strange surroundings.

Enlarging the school-health service in our schools has checked potential delinquency in many cases by getting at the cause. Teachers trained to recognize early symptoms of physical and mental maladjustment in children render a service to parents. Children with such symptoms are referred to the school physician. After examination of the child, the physician, the parents, the teacher or principal discuss the findings, suggest further examination by the family physician, or refer to specialists or clinics. By such counseling and through corrective measures a prophylactic for delinquency as well as physical and mental health is secured.

The child welfare department of the school stands as a bulwark against delinquency. This department, enforcing school attendance laws and serving to co-ordinate other community social service agencies, assists in discovering, understanding, and alleviating social and emotional factors which lead to delinquency.

School services extend to war activities. Such activities as salvage, victory gardening, and junior civilian defense projects provide a tremendous outlet for children to feel they are contributing to the war effort in ways which are recognized and appreciated by adults. Participation in these worth-while projects contributes realistically in developing good citizenship.

Like other communities, Vallejo has many character-building agencies working for children and directly or indirectly combating delinquency. The success of these groups depends upon the leadership and co-operation they receive from the schools.

They need the support of the educators of the community—not passive approval, but the active and competent leadership that voluntarily assumes its responsibility without waiting to be asked. School doors should not close at the end of the day, but the school facilities must be available evenings and during vacation when these groups need the school building and its facilities. Auditorium and classrooms furnish places for meetings and activities of Boy Scouts, Campfire Girls, Bluebirds, and other groups. In the absence of these youth organizations in the neighboring area of the school, the principal or teachers promote the establishment of these activities. Sometimes they work directly, but more often through improvement clubs, Parent-Teacher or similar adult organizations.

Children living in crowded apartments, trailers, or otherwise inadequate living space, need the facilities of the school to carry on healthful recreational activities. Here our schools have enlarged their services. In the absence of a city or county recreational program the school department sponsors a recreation department. Supervised play is maintained on the school grounds after school. In the evenings they become community playgrounds. Auditoriums are used for teen-age dances, amateur programs, Christmas parties, and general community centers. Craft groups, garden clubs, and athletic teams are organized at the school for after-school recreation. Teachers are active in the direction of such a program, but working with them are the parents and other civic-minded citizens.

For children of working mothers our schools maintain nursery schools and extended day care for school-age children. This program is the most vital of all the enlarged school services that check delinquency during a period when home-life is disrupted by the wartime duties of the parents.

Extension of school services is but a minor factor in the school's responsibility toward checking delinquency. The school makes its greatest contribution when its curriculum regards the child's school experience as life itself, as well as preparation for life. Child care centers, special recreational programs and other

extended school services, developed because of wartime needs, will not necessarily continue to function after the emergency unless the need is still manifest. But improvements in curriculum will continue to be effective in the development of good citizenship in children. Schools need, therefore, to work toward certain objectives:

1. A basic philosophy of education wherein emphasis is given the education of the whole child, with adequate provision for the physical, emotional, spiritual, and esthetic as well as the mental development of each child.
2. Better methods of guidance in order to understand the special needs of each child and to provide experiences that give him the satisfaction of being a happy, interested, and efficient member of a group.
3. Special facilities for the education of children with mental or physical handicaps so that they have opportunities to find socially-acceptable means of satisfying their basic needs.
4. Better techniques for building in children mutual respect for one another, a sense of responsibility for one's acts, and a desire to participate in civic affairs.

RESOLUTIONS OF THE CALIFORNIA SCHOOL SUPERVISORS' ASSOCIATION

The following resolutions were adopted by the California School Supervisors' Association at their annual meeting held at the Civic Auditorium, San Jose, October 22-25, 1944.

Conscious of the power of public education to influence the behavior of the citizen and future citizen of our nation, we are assembled to assay education in the State of California and chart a course of action for the coming year. The institutions comprising public education, conceived, authorized, created and supported by the State derive their purposes from the purposes of the State itself. And the purposes of the State are the wishes, hopes, and aspirations of the people themselves expressed through the legal democratic processes. Therefore, the function of public education and our function here in setting forth these resolutions is to transform into educational practice and curricula the expressed and implied wishes of our citizens.

As we examine our problems and our responsibilities, as we interpret them, in the period just ahead they seem tremendous; but so the problems of their day must have seemed to John Swett and the other pioneers in California's long and brilliant educational history. With the history of public education in California as our starting point, and the democratic wishes and aspirations of the citizens of California as our compass—pointing the direction of our educational evolution—we adopt the following resolutions and pledge ourselves to their fulfillment:

I. In the area of the social studies we pledge ourselves to strive to create a continually growing "brotherhood of man" in a world which has, through modern means of transportation and communication, become one great neighborhood in which every man's problems affect the welfare and happiness of all men.

Through the total program of the school, children are building the attitudes which will either hinder or hasten the goal of world brotherhood. Through the day-by-day experiences of children with children under inspired teacher-guidance basic concepts of what it means to "love thy brother as thyself" are formed in their minds and hearts. Resulting attitudes demand courses of action in the direction of ethical living in the classroom. Supervisors have the responsibility of learning with

teachers the principles underlying such a way of life. They should discover with teachers how to create in classrooms, neighborhoods in which neighbors care for each other.

The program of the social studies in the school offers the widest opportunity for reaching the great objective set by us as supervisors; first, because effectively taught they afford countless opportunities for the children to live together harmoniously as they pursue individual and group goals; and secondly, because the content deals specifically with man's work in his world as he satisfies his basic needs and desires. Thus, more than ever before we should accept our full responsibility in regard to the teaching of the social studies. We should re-examine the existing social studies program to be certain that they do the following things:

- a. Provide experiences which give to children the understandings, concepts, and attitudes that will enable them to become intelligent men and women of action in the world-community of tomorrow;
- b. Afford the firsthand experiences at each age level, in terms of expanding centers of emphasis, which will give children actual understanding of persons and things involved in the work of the world;
- c. Provide for studies involving expanding community understandings and relationships, keeping in mind that the community has widened to include the whole earth;
- d. Make possible for the child of the small rural school the opportunity to become one with his world naturally, beginning with his own community life and expanding until his interests are world-wide in scope;
- e. Provide opportunities for children to engage in life studies of cultures outside of the United States in which the children may carry on the life activities of the peoples involved and in that way develop understanding and appreciation of their needs and aspirations. Only in that way can a sound basis of world confidence and friendship be built;
- f. Make provision for the identification of the children with the people of past cultures in relation to those of today. They should see themselves in their culture as an outgrowth of the strivings and accomplishment of men who have lived before;
- g. Afford opportunity for children slowly but increasingly as they approach adolescence to become aware of and interested in the problems facing American life today which are not in harmony with the ideal of the brotherhood of man—problems of racial, religious and economic hatred, problems of exploitation of the underprivileged and many others.

II. We pledge ourselves to support a dynamic program for the improvement of rural education. It is the belief of the members of the Association that the education of rural boys and girls constitutes a problem of tremendous significance to our state and nation. More than eighteen million, or one-half of the children of the nation, live in rural areas or in communities of less than twenty-five hundred population. The rural areas, rich in the potential adult citizens of our country, are poor in the financial resources essential to maintain an adequate educational opportunity for rural children. Because our national welfare is dependent upon an enlightened citizenry, the California School Supervisors' Association pledges itself to a program that involves:

- a. Adequate and equitable distribution of funds on a federal, state and county basis to guarantee a good educational program.
- b. The reorganization of school districts to make larger units for purposes of administration and taxation, in order that better school facilities, social opportunities for pupils, and better qualified administrative and supervisory personnel may be provided.
- c. Adequate training of professional personnel for rural schools including full consideration of the need of differentiated training for rural teachers, school supervisors, and administrators.
- d. Adequate adaptation of courses of study to the needs of rural children including the more intelligent use of the local environment and the organization of instruction in ways which will be most effective in multigraded groups.
- e. Adequate programs of public relations which will enable parents to understand the purposes of modern education and their responsibility for maintaining conditions in rural areas which will guarantee safe, sanitary, and educationally serviceable school plants, adequate instructional materials and library service, well-trained teachers, social opportunities which will make rural teachers an integral part of community life, and health and psychological services which will meet the general and specialized needs of rural children.
- f. Adequate educational opportunities for the physically handicapped child in the rural areas.
- g. Insistence that the rural school plant be given full consideration as a part of the postwar reconstruction, rehabilitation, and employment programs of the State of California.

To this end we pledge ourselves actively to co-operate with all other organizations, both professional and lay, to further the purposes of equalizing educational opportunities for rural boys and girls.

III. We endorse Proposition Number 9. We believe in the traditional American system of education which permits local control of schools. However, we recognize that adequate support thereof is in the last analysis largely a state responsibility. Since California faces a serious situation in its elementary school system due to an acute shortage of teachers, resulting from inadequate salaries, the vast increase in the state's population, and the inability of many local school districts, especially in the rural areas, to provide necessary school funds, we pledge ourselves to active support of California Proposition Number 9 "The Better Schools Act" of the November 7, 1944, election and commend it to the people of California.

IV. We are determined to give a larger place to the findings of scientific research in planning and executing our work from day to day. This we do in the knowledge that research results are not available as guides for all parts of our work, but in the belief that where they exist, such findings must be regarded as more valuable sources than the mere opinion of any individual. We reaffirm our belief that the best way of advancing the cause of education completely and permanently is by the adequate scientific study of children and their educational problems and the effective transmission of the results of such studies to parents and teachers. We pledge, therefore, to advance such study wherever possible and to aid in the transmission of research results to all persons whom they can help.

V. Accepting the recommendations of our Committee on Curriculum for Five-Year-Olds, we pledge ourselves to:

- a. Promote a program designed to create among taxpayers, parents and teachers, an understanding of the importance of early childhood education.
- b. Work uncompromisingly to the end that there may be guaranteed for kindergartens, an adequate number of teachers highly selected and trained, adequate building, playgrounds and equipment.
- c. To promote a program designed to attract into kindergarten teaching persons of high caliber in greater number through . . .
 - 1) establishment of strong and specialized courses in the education of young children in the universities and colleges;
 - 2) establishment of child-study laboratories in junior colleges and senior high schools;
 - 3) the promotion of salaries for kindergarten teachers which shall be on a par with those offered to elementary teachers.
- d. To work toward making the kindergarten an integral part of the public school system of the state through state support of education for kindergarten children.

VI. We accept, as an instrument to aid the teacher in the all-important function of interpreting and meeting the child's needs and interests, the *California Cumulative Guidance Record for Elementary Schools* developed by the Committee on Cumulative Records and Reports. It has been designed so that the accumulated information will reveal the child as a growing personality, with attention focused upon him not as a school child alone, but showing the home and community impacts upon his personality in significant cause and effect relationships.

Daily, and with greater force than ever before, we are confronted with the importance of desirable personality development of every member of society, and a further realization of the responsibility of the school in this respect.

The program of the school must conform to the nature of the child, his growing patterns, his needs, abilities and interests. A learning environment conducive to satisfactory individual growth and social development must be created and maintained, persistently and intelligently, day by day, and year by year. There must be continuous study, evaluation and adjustment in the light of all contributing factors influencing the behavior of the child.

We accept the responsibility for acquainting administrators with the *California Cumulative Guidance Record for Elementary Schools*, and for the in-service training of teachers in the use of the record to the end that there may be effective guidance of personality development.

VII. We wish to affirm our continued interest in the establishment of a Division of Audio-Visual Education in the State Department of Education. We reaffirm our belief that the functions of the Division should be those set forth in the resolutions adopted by the Association in 1943; namely:

- a. To gather, evaluate and disseminate throughout the state information regarding audio-visual aids in relation to:
 - 1) war information and training
 - 2) vocational training
 - 3) regular curriculum subjects
- b. To function as a clearinghouse for experimental studies and research activities related to this field.
- c. To set up and publish standards and qualifications for equipment and instructional materials, and to help guide producers in their development of new materials.
- d. To help organize in-service training of teachers in the use of equipment and materials.
- e. To encourage the teacher education institutions to set up required courses in the use of audio-visual material.

- f. To help supervisors and administrators operate a functional program which makes effective use of all these modern educational tools.
- g. To edit and supervise the publication of a regular bulletin to include bibliographies, methods, new materials, and equipment.

In order that these functions may be carried on, the Association directs the Secretary to write a letter to the California State Director of Education, Walter F. Dexter, thanking him for recommending to the State Board of Education that this Division be established and expressing to him the interest of the Association in the adequate financing and staffing of the Division.

The Association pledges itself to watch the progress of the Department of Education's current biennial budget until it is formally approved by the 1945 Legislature, and to be ready on short notice to introduce a special bill into that Legislature which will supply adequate funds for the Audio-Visual Division for the next biennium if that action proves necessary to insure the Division's financial support. It further pledges itself to organize support for such a bill among other California educators and lay persons if and when it is introduced.

The Association affirms its interest in the distribution of surplus Army and Navy audio-visual equipment to the schools of the nation. The Secretary of the Association is instructed to write to John W. Studebaker, U. S. Commissioner of Education commanding his office for assuming leadership in an endeavor to secure this material for the schools, and offering to write letters to California Congressmen and Senators if such letters may prove helpful.

IX. We approve the program of the County Superintendents organization to improve the status of the County Superintendent and increase the remuneration for such positions. We offer our support and co-operation to this end.

X. We offer closest co-operation to the administrators of the Survey of the Administrative Organization of Education in California being conducted under the direction of Dr. N. L. Strayer.

XI. We look with favor upon the establishment of an International Office of education, after the war, which will make available to all nations the educational aims, purposes, and curriculum of each nation. We believe that in this way the perversion of any educational system to prepare its citizens for aggressive war can become known and steps be taken in time to prevent a recurrence of what has taken place in the German and Japanese states resulting in their world-wide war of aggression.

XII. We protest any relaxation of child protection legislation or standards advanced by selfish or short-sighted groups in the guise of "helping the war effort."

XIII. We abhor the prevalence of false beliefs and undemocratic attitudes about race which is growing in the nation and in California. We pledge ourselves to a positive program of teaching based on science to dispel false beliefs about race, and build attitudes consistent with democratic ideals. We will resist the efforts of any group or individual to play off one minority group against another, one racial group against another. We are determined not only that we win the war against Hitler's Germany but also that we root out racism which he has sown broadcast and which is, unfortunately, taking root in fertile California soil.

XIV. We believe that the state's program of public education should be extended to include children now considered to be of pre-school age. We believe that the education of young children should become an integral part of the elementary school program.

XV. It is our belief that the lowering of requirements and standards for teaching in California, adopted as a war measure, should be continued no longer than is absolutely necessary to meet the exceptional situation which now exists in the State.

XVI. We approve of the present movement to increase the salary of the State Superintendent of Public Instruction and Director of Education.

XVII. We favor Federal aid to education within the formula laid down by President Roosevelt that such aid be accompanied by a minimum of Federal control and a maximum of State control and local autonomy.

XVIII. We accept the responsibility for carrying out in our communities systematic, continuous, democratic and responsible programs of public relations.

We believe the endorsement of Proposition Number 9 by the great majority of the service, fraternal, political and social organizations, and the great labor unions of the State is indicative of the confidence which the citizens of California have in their elementary schools and in the schools' program. We believe this confidence is due, at least in part, to the effective program of public relations carried on by school people. But the need for a sound, systematic program of public relations is a continuing one.

Supervisors, together with administrators and teachers, have the responsibility continually to restate the goals and to interpret the educational program to the people, keeping in mind that such activities are in the nature of an accounting by the servants of the State to the people who have employed them to perform specified duties. Education will move forward only to the extent that it enjoys the confidence and support of the public.

XIX. The California School Supervisors Association wishes to express its sincere gratitude for, and confidence in, the educational leadership exercised continuously by members of the State Department of Education.

We wish to express special appreciation to Walter F. Dexter, State Superintendent of Public Instruction; Helen Heffernan, Chief, Division of Elementary Education; and Lillian B. Hill, Chief, Bureau of Child Welfare and Attendance.

We reaffirm our desire to co-operate with all educational organizations of the State in carrying forward, jointly, co-ordinated plans for the improvement of education in California.

And finally, we wish to thank our President, Roxie E. Alexander, for her untiring efforts and splendid service in our behalf during the past year.

Respectfully submitted,

N. EVELYN DAVIS
FRANCIS L. DRAG
RUBY HILL
BERNARD J. LONSDALE
EMILY ROTHLIN

DAVID H. RUSSELL
CORINNE A. SEEDS
HARRY SMALLENBURG
JANE STRYKER
FRED L. TROTT, *Chairman*

THE PHYSICAL ENVIRONMENT OF LEARNING

FRANK O. EVANS, *Head Supervisor Educational Housing Section,
Los Angeles Public Schools*

Lay that crystal down planner,
Lay that crystal down.

With this pat parody on a popular ditty a leading industrialist opened a conference of manufacturers and business men, incidentally giving the best advice possible for all who are thinking of the future. Never has there been a time when it was so easy to be led away into the realms of speculation and wishful thinking nor has there ever been need for more careful analysis to sift the grain of substantial facts and reasonable probabilities from the chaff. The task of schools should be to select if possible factual material pertinent to school planning which can be established beyond reasonable doubt.

INCREASE IN THE NUMBER OF YOUNG CHILDREN

Between the years 1931 and 1942 the number of children six to nine years of age declined by approximately one and one-half million or 15 per cent due to a decline in the birth rate which began in 1926 and continued for the next ten years. The number of children in the six-to-nine age group reached its lowest point of approximately eight and one-half million in 1942. The present trend is upward; on the basis of births which have already occurred an upward trend in school enrollment will continue for six years or until 1950, for not until then will the children born in the present year reach school age. By the end of the school year 1947-48 losses of the previous decade will be made up and in round numbers the number of children in primary grades will approximate ten million, the previous high mark set in 1931. By 1950 one million children more will fall in this classification with reasonable prospect of still further

increase. In terms of percentage the primary school enrollment for the nation in 1950 should exceed the low mark of 1942 by at least 30 per cent. To this nationwide increase, the effects of immigration may bring the total for California to 50 per cent increase in the eight-year period. Obviously, the intermediate grades will be affected and in turn all upper divisions of the school will follow the same pattern.

DISTRIBUTION OF POPULATION

Little doubt exists that future plans must be made for increasing decentralization of industry and business with a corresponding diffusion of population. That this decentralization is factual and not speculative appears from the last federal census by which it was shown that only one large city increased in population between 1930 and 1940. It is true that the growth of war industries presents a conflicting picture with marked increase in both suburban areas and congested centers; but with the return to normal conditions, decentralization will again prevail. The basic reasons for decentralization continue to operate. Better factories and homes can be built at a smaller cost in suburban areas, and modern transportation makes possible the assembling of a labor force and the distribution of products. If to this tendency to decentralize industry the effects of new and improved methods of transportation is added an increasing number of people may be expected who wish to enjoy the advantages of rural and suburban life. Since 1940 the number of dwelling units completed in Los Angeles County has totaled more than 120,000. Even under war conditions the great majority of these have been in areas far from the business centers. Large housing projects are avoided by families with children. In future school planning, therefore, first attention must be given to areas in which population is not highly concentrated.

THE SMALL SCHOOL EMERGES

Decentralization of population makes increasingly necessary adequate plans for smaller schools. When a school build-

ing was erected during the expansion period it was usually considered a first unit to be followed by other buildings as population increased. For this reason some facilities were built too large in anticipation of future needs, whereas others were omitted with the intent to include them in later buildings. As it becomes evident that many schools will remain small, such buildings are poorly balanced and incomplete. The development of plans for small complete plants adopted to immediate future needs seems sound policy.

To provide for a complete program, some provisions should be made for an auditorium or assembly room and a cafeteria or lunchroom. Offices, service rooms, and toilets must necessarily be included, but should be held to a minimum of space. Since the school is small, it seems obvious that no special rooms can be included and that each classroom must be adaptable to a wide variety of uses. For this reason, the adequacy of any small plant must be judged largely by its classrooms.

THE CLASSROOM

While the old standards called for 15 square feet of space for each child, modern requirements call for from 20 to 30 square feet with provision for a maximum of 40 children in a room. Since a modern classroom may be in turn a workroom, a laboratory, and a little theater, flexibility is of prime importance. Flexibility is secured by avoiding partitions, obstructions, cubby-holes, and the many other impediments of the older rooms. The objective in planning the modern classroom is to leave space free and unobstructed. The growing demand for doors opening to a work-terrace or garden represents an attempt to achieve more flexibility by bringing the yard and garden into the field of instructional use. The more flexible school unit will avoid early obsolescence because it can be adapted to changing needs and activities. Many details distinguish the modern classroom from the older type of room which was designed to accommodate the maximum number of pupils who were chiefly engaged in study and formal recitation. Not only is more space required,

but attention must be given to acoustics. If one group is engaged in construction while another is looking up references, a minimum of echo or reverberation must be present. Hence, the floors are covered with linoleum or asphalt-tile and the ceiling is treated with sound-absorbing material. Painting and modeling call for the installation of a sink, and the wide range of creative activities demands ample provision for display on bulletin boards, exhibit cases, and broad window ledges. The general effect of such a room more closely approaches that of a child's home than it does the formal recitation room of the traditional school. Thus, the child comes into a familiar and natural atmosphere where he may continue his usual activities with freedom and ease.

The modern classroom must provide for both individual freedom and group activity. The workbench, the reading alcove, and the garden plot offer opportunity for the child to work as an individual. All equipment should be movable. Workbenches and easels should be usable either in the room or outside. Movable bookcases permit change of location of the reading alcove to accommodate other activities. Dramatic play and music should be possible either in the room or the patio, and gardening takes on significance if the garden plot is a corner of the patio and not a distant corner of the school grounds.

CONSTRUCTION ACCORDING TO USE

Enough has already been accomplished to warrant the expectation that the future physical environment of children will be planned with more attention to function and less to architectural effects or community pride. Classrooms recently built have more in common with the home from which the child comes than with the older institutional type of building. It has become evident that school buildings can easily outlast their usefulness. Types of construction called for are those which meet present need at reasonable cost without undue regard for permanence.

Since the major increase will be in the primary grades one story buildings of a semi-permanent type will be appropriate and easily erected. Past experience has shown that excellent primary units of light wood-frame and stucco construction with asphalt-tile floor on concrete can be erected at a cost which approximates 60 to 70 per cent of the cost of Class A buildings. With lower cost per square foot, rooms can be made large enough to permit a variety of activities; and one-story construction facilitates easy access to room-gardens and outdoor-working spaces. Both to avoid unnecessary cost and to provide a homelike situation natural light and ventilation must be used to the fullest extent.

With a national debt without parallel in history, and an accumulation of needs for all kinds of public improvements, it is evident that whatever the plan of financing a postwar program, funds will be limited, which argues for buildings of high utility and moderate cost.

DANGER OF OVERBUILDING

There is also a very evident danger that the present great influx of population may lead to building in excess of permanent needs. In all probability the termination of the war will be followed by an exceedingly difficult period of readjustment. Large business firms are making plans for a postwar depression followed by a longer period of great business activity. During this period of readjustment much coming and going of workers seeking new locations and new jobs may be anticipated. Transiency which is high at present, will continue, and perhaps be greater than before. Many persons now employed in California may return to their former homes, while workers displaced in other areas, returning service men, and tourists will probably flock to California in an effort to find a place to live and work. This much seems reasonably certain; but whether the new arrivals will find employment and living space, and how long they will remain depends on factors which cannot now be determined. Obviously a policy of conservatism should be followed

in building permanent units in a time of probable change with a good margin of temporary building for possible contraction.

To the complexities found in attempting to anticipate shifts of population and changes in the number of children of school age for a given segment of population, it has become evident that any elementary school is apt to go through a cycle of growth and decline which lasts for approximately fifteen years.

Basis for such a cycle is found in the fact that the same families remain in the district and that a majority of children grow up past the age of elementary school attendance. Such cycles are less evident in secondary schools for each high school draws from several smaller communities which are apt to represent different phases of growth or decline. High school boundaries are also more flexible and any serious decline may be corrected by enlargement of the district. For this reason cycles of growth and decline are most evident in elementary schools and particularly in areas which are shut off from the rest of the district by natural or artificial barriers.

Conditions favorable to the cycle of growth and decline are: (1) the entire district built up at one time so that many of the children are of the same age, (2) isolation of district by natural barriers so that physical extension is not possible and, (3) little change of ownership and occupancy of homes. It is evident that in many new communities occupied by employees in war industry some of these favorable factors are present. In many housing projects built for employees of war industries these conditions are met so that a cycle of growth and decline seems probable.

THE SCHOOL SITE

Wider use of one-story buildings, resulting in less compact layouts, will make it necessary to purchase a larger tract of land for the typical elementary school. In the past it has been customary to secure five acres of ground for an elementary school. Subsequent street openings usually reduce the original area to approximately four acres. With a more diffused type of layout it will generally be necessary to secure a larger original site. If

the choice rests between a five-acre tract and one of ten acres the latter is preferable. Such a tract reduced to approximately eight acres by street improvements seems to be as much as an elementary school can use to advantage and will probably be only partially used at first. Diffusion of population argues for many small elementary schools, and for such schools the five-acre site will suffice if well laid out. With a larger site and more diffuse layout, comes the danger of loss of unity and waste of time and effort in passing from one section to another. Good planning on the part of both architect and educator becomes increasingly important. Although the new type of construction offers a wide range of choice and pleasing effects, it offers a temptation to the bizarre and striking effect at the expense of usefulness. Plans should be made in the original layout of buildings for the use of each portion of the site.

Undoubtedly considerations of cleanliness and labor saving will make a paved area a part of each school site. On small sites the entire playground may well be hard surfaced, but on larger sites this seems to be a needless expense without corresponding increase in utility. Wherever possible some turf should be provided and planted embankments instead of the severe concrete wall which has been so commonly used.

PHYSICAL ENVIRONMENT AS FACTOR IN EDUCATION

There are obvious cases in which good educational results can be obtained with unfavorable environment; sometimes because of the challenge presented. More often physical environment must be regarded as one of the most important conditioning factors in obtaining good results. Almost everyone recalls some library room in which it was easy to study or some laboratory or shop which presented a continual invitation to work. In the erection of any building, particularly any school, it should be the aim to produce effects appropriate and stimulating to the activity to be carried on.

What should be built into the new postwar school plants? The tragic seriousness of the present emergency has led to a

cry to return to the past as a means of avoiding the softness which has proved so costly. Since the wheels of time do not turn back it seems that the new serious aspects of life will lead to a different type of thinking and acting and consequent changes in education rather than a return to the old. Mankind learns slowly but it should now be apparent that real wealth and progress cannot be obtained without hard work and sound management; that wisdom comes only from hard study and extensive experience; and that strength can only be achieved through effort and discipline. To this may be added that apparently safety is found only in adequate preparation and alertness. Since much of the time and effort of the next generation will be spent in carrying the burdens and paying the cost of past mistakes, they must learn to think more clearly and work more effectively than ever before. The school of the future, therefore, must be planned as a working unit rather than as a hall, a palace, or a playroom.

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